

Coastal Zone
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Summary California Coastal Plan

California Coastal Zone
Conservation Commissions

California Coastal Zone Conservation Commissions

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CALIFORNIA COASTAL ZONE CONSERVATION COMMISSION

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December 1, 1975

TO GOVERNOR EDMUND G. BROWN JR.,
THE MEMBERS OF THE CALIFORNIA LEGISLATURE, AND
THE PEOPLE OF CALIFORNIA

This report*transmits to you the California Coastal Plan mandated by the Coastal Initiative (Proposition 20) in 1972.

The Coastal Plan has evolved through countless hours of public hearings, public review of draft proposals, and informational meetings—public participation in resource planning on a scale unmatched in California.

Because this Plan takes into account the wide range of often-conflicting views expressed to us, because the Plan was written by 84 Commissioners on six Regional Commissions and one State Commission, and because we ourselves reflect a broad spectrum of ideas about the coast, the Plan does not speak with a single voice. All of us subscribe to some recommendations more strongly than to others, and all of us share the frustrations inevitable in being not the sole author but the contributing authors of the Plan.

Nonetheless, we submit to you a Plan that we believe speaks for the people of California, a Plan that can guide us in dealing with an uncertain future, a balanced Plan designed to meet two principle objectives:

1. Protect the California coast as a great natural resource for the benefit of present and future generations.
2. Use the coast to meet human needs in a manner that protects the irreplaceable resources of coastal lands and waters.

The Coastal Plan is being delivered on time. We had an extremely limited time within which to prepare it, and a limited amount of money, considering the complexity of our assignment. We recognize that, because this is a long-range Plan, designed to serve California for many years, some of our recommendations cannot be put into effect immediately. And we recognize that there will inevitably be some conflicts among our policy recommendations; difficult choices will have to be made, for example, where a coastal area is ideally suited for recreation but can

* The complete Coastal Plan, available separately; see back cover.

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be degraded by overuse. Thus, we strongly emphasize the need for a continuing California coastal agency to make the sometimes-difficult decisions necessary to insure that the policies of the Plan are put into effect over the next several years.

In addition to preparing the Plan, the Regional and State Coastal Commissions have acted on more than 16,000 permit applications since early 1973. The permit procedure in the Coastal Initiative was designed to insure that improper development did not defeat the Plan before it could be completed. We have, however, approved a very high percentage of the permit applications; where necessary, we have required conditions to insure appropriate density of development, protection of ocean views, and, of great importance, increased public access to the oceanfront in appropriate areas.

To meet the deadlines in the Coastal Initiative, the workload for us has been enormous. The Commissioners, all of whom serve part-time, have put in long hours of meeting and preparation time. Commission and staff members have worked nights, weekends, and holidays to meet deadlines. I know of few governmental agencies where so much work has been done for the taxpayer's dollar.

Now, the future of the California coast is in your hands; under present law, the Coastal Commissions will go out of existence on December 31, 1976. We stand ready to help in any way we can as you consider the Coastal Plan, and its proposals for the conservation and wise use of the California coast.

Sincerely,



M. B. Lane
Chairman

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SUMMARY

THE COASTAL INITIATIVE AND THE FUTURE OF THE COAST

In adopting the 1972 Coastal Initiative (Proposition 20), the people of California declared that

“The permanent protection of the remaining natural and scenic resources of the coastal zone is a paramount concern to present and future residents of the State and nation,” and

“It is the policy of the State to preserve, protect, and where possible, to restore the resources of the coastal zone for the enjoyment of the current and succeeding generations ”

But the Coastal Initiative did not provide a permanent program. Rather, it established temporary Commissions to plan for the future of the coast and to temporarily control development. Under present law, the Coastal Commissions will go out of existence at the end of 1976.

What will happen then?

One possibility is a return to the wasteful, piecemeal, sprawling kind of development that has already overrun many once-open parts of the coast, and to the overdevelopment in some coastal cities that has congested local streets and walled off coastal vistas from all but those fortunate enough to live on the immediate oceanfront.

Another possibility, the one recommended in this Coastal Plan, is for the people of California to protect the unique qualities of the coast, both in cities and in rural areas, and to guide coastal conservation and development accordingly.

The choice for California in 1976 is this. Shall the coast be abused, degraded, its remaining

splendor eroded, or shall it be used intelligently, with its majesty and productivity protected for future generations?

What the Coast Is

The California coast is many things along its nearly 1,100 miles of land and water, from the redwood forests of the north to the palm trees of the south.

- The coast is a place for hundreds of thousands of Californians to escape the heat of the city on a summer day. But they often face a frustrating traffic jam trying to get to the beach, and they may find no place to park when they do arrive.
- The coast is a special combination of climate, soil, and ocean breeze that is uniquely valuable for many crops: trees, artichokes, flowers, brussels sprouts, etc. But high taxes and the pressures of the expanding city threaten agricultural land and, as happened in so many other parts of California, irreplaceable farm land may be paved over for housing.
- The coast is a neighborhood near the water, where you can walk to a nearby beach or to a bluff to see the ocean surf. But the coastal neighborhoods can be overrun by incompatible development. Land values may become so high that there is little chance to preserve small homes and family neighborhoods, older homes that could be renovated may instead be

torn down, to be replaced by bigger and usually more expensive residential buildings

- The coast is a small lot on the ocean, a place to build your home and retire. But if too many other people do the same thing, you won't have a quiet, isolated place, you'll find your ocean view blocked by other buildings, your roads and highways crowded
- The coast is a sought-after place for power plants, offshore oil production, onshore refineries, and moorings for supertankers. But there is great controversy about where they should be, what the environmental risks are, and who should make the ultimate decisions about them
- The coast is the nearshore ocean waters that provide fish of great value for sportsmen and for food supply. But overfishing, destroying coastal wetlands, and using the ocean to dispose of polluting wastes diminish the bountiful marine life along the California coast
- The coast is a place to surf, to fish, to swim, to go boating, to sunbathe, to picnic, to bicycle, to study tidepools, to look for rocks and shells, to play volleyball, to walk, to sit, to gaze — in short, to play, and sometimes simply to enjoy the inspiration and serenity the coast can provide

Planning at a Time of Rapid Change

No single plan can foresee all the problems or provide all the answers for the future of the California coast. This would be true at any time, but it is particularly true during the present era of rapid change.

In late 1975, as this Coastal Plan is being completed, Californians are increasingly aware that the postwar era of seemingly-endless abundance may be over. There is great uncertainty as to the future: are technological advances just over the horizon that will usher in new periods of prosperity? Or will our lives become austere as shortages of materials force massive readjustments?

Nobody can know all the answers, of course, but there is much we do know: that natural resources are limited, that inflation is in part caused by wasteful use of land and other finite resources,

that increasing costs of energy and raw materials can only cause major changes in the lives of Californians, and that the irreplaceable agricultural lands needed to feed the world's growing population should not be squandered on developments that can be built elsewhere.

There is increasing recognition that no society can long survive if it dissipates its resources recklessly. Wasteful use of land and water will sooner or later be costly. Although it may be expensive to protect coastal resources, in the long run it may be even more expensive not to. The costs of the misuse of land and water are paid by us all — in higher costs of food, housing, and transportation, and in a diminished quality of life.

The Coastal Plan is thus designed to achieve the long-term protection and productivity of coastal resources. The Plan is intended to be as useful during a time of scarcity as during a time of abundance. In either time, the careful use of limited coastal resources is necessary if the coast is to be protected for future generations.

What Are the Coastal Commissions?

The Coastal Commissions — one State Commission and six Regional Commissions — were established by passage of a citizen initiative, Proposition 20, in the election of November 1972. The Coastal Commissions were directed (1) to prepare a "comprehensive, coordinated, enforceable plan for the orderly, long-range conservation and management of the natural resources of the coastal zone," and (2) during the planning period, to regulate development in coastal waters and in a 1,000-yard shoreline permit area to insure that improper development did not undercut the plan being prepared.

The six Regional Commissions are

- North Del Norte, Humboldt, and Mendocino Counties
 - North Central Sonoma, Marin, and San Francisco Counties
 - Central San Mateo, Santa Cruz, and Monterey Counties
 - South Central San Luis Obispo, Santa Barbara, and Ventura Counties
 - South Los Angeles and Orange Counties
 - San Diego San Diego County
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MAJOR FINDINGS AND POLICY RECOMMENDATIONS

The essence of the Coastal Plan is that the coast should be treated not as ordinary real estate but as a unique place, where conservation and special kinds of development should have priority. Coastal resources are limited; meeting human needs while safeguarding the coast will require special measures.

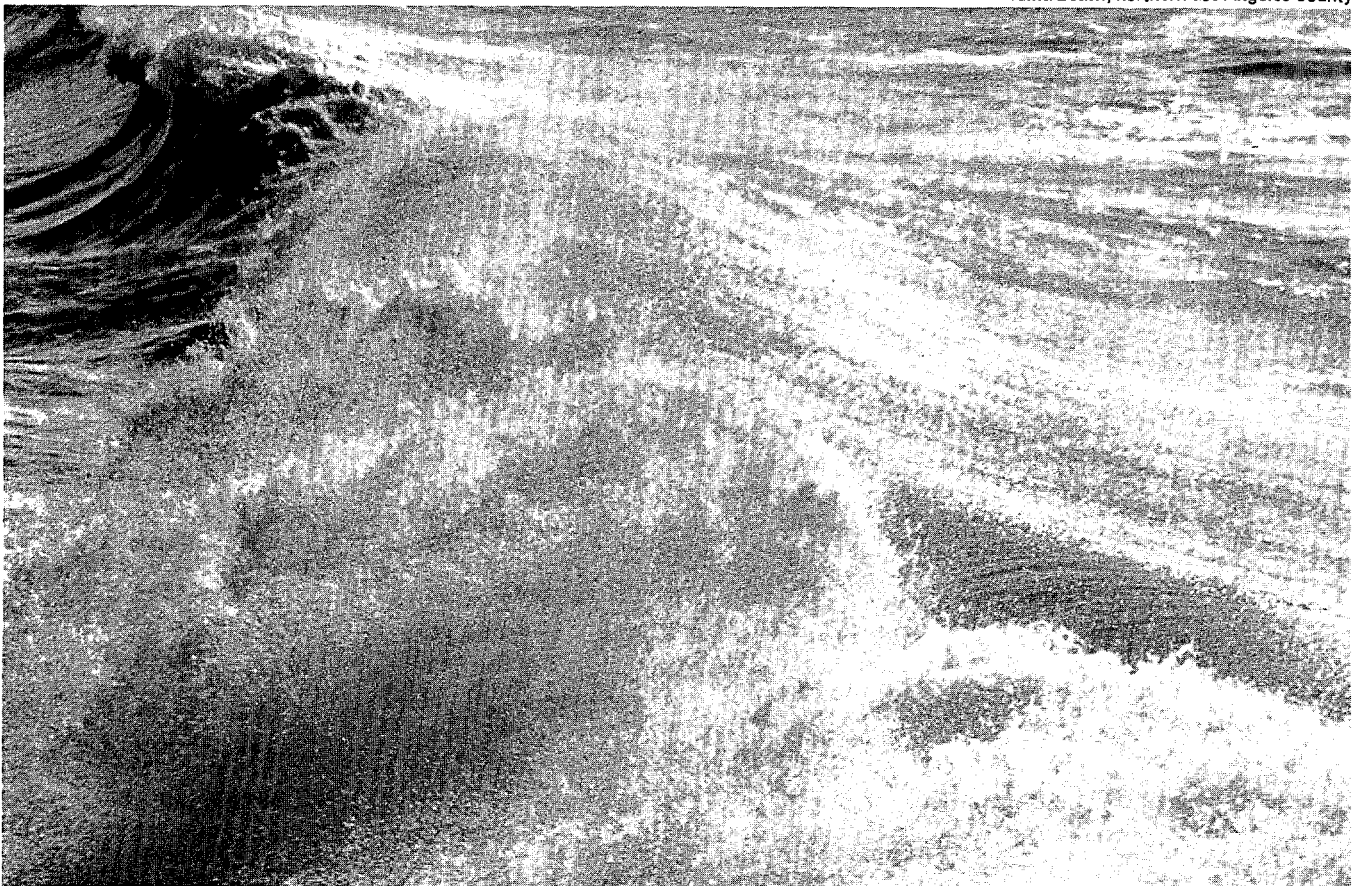
The Plan's 162 policy recommendations form the framework of a management program concerned with both natural and manmade coastal resources.

- The Plan actively **promotes**: productive agriculture, viable communities and neighborhoods, expansion of commercial fishing activity and fisheries research, acquisition of additional parklands, restoration of degraded coastal environments, and continued development of existing ports and marinas.

- The Plan seeks to **achieve balance** where there is a competition among goals, such as where increasing coastal access competes with resource protection, where economic development conflicts with conservation, where urban expansion competes with the retention of natural areas, or where short-run gains result in the forfeiture of long-run economic benefits.
- The Plan is **highly restrictive** in its control over the dredging and filling of coastal wetlands, its protection of areas of unusual natural or historic value, and in its regulation of activities that involve substantial environmental risk or the loss of productive agricultural or forest lands.

The major findings and policy recommendations of the Plan are:

Zuma Beach, northern Los Angeles County



Coastal Waters

Improve the Productivity of the Marine Environment. California's coastal waters are among the world's most productive marine environments.

Since the turn of the century, however, there has been an ominous decline in the quantity of food fish caught in the State's coastal waters, especially near intensively developed urban areas. The reasons for this are threefold: overharvesting of some popular fish, shellfish, and marine mammals has depleted their numbers; until recently, the ocean has been viewed as a convenient dumping ground for all sorts of waste products, including materials poisonous to marine life; and coastal wetlands, which serve as "nursery grounds" for many species of fish and wildlife, have been dredged and filled for development.

Protect Against Overharvesting. The Coastal Plan calls for a coordinated program of marine resources management to combat overharvesting and to maintain high yields of fish, both for food supply and for sportsmen. High priority is given to meeting the needs of commercial fishermen and to the expansion of "aquaculture" (growing marine organisms under controlled conditions).

Protect Coastal Water Quality. The Coastal Plan specifies that all wastes released into the ocean should receive adequate treatment and that wastewater discharges into enclosed bays and estuaries be phased out when necessary for estuarine protection. The Plan supports (and proposes some expansion of) the current programs of the State's Water Quality Control Boards and the Department of Fish and Game. Power plants, or other industries that use ocean water for cooling, would be required to have special design measures to help protect marine life from being drawn into the cooling system, and from the effects of the discharge of heated water back into the ocean.

To insure careful handling of petroleum, cleanup of accidental spills, and prompt payback of damages and cleanup costs, the Plan calls for a \$100 million oil spill liability fund, to be financed by a two-cent per barrel tax on oil entering California.

Control Diking, Filling, and Dredging of Wetlands. Nearshore waters, estuaries, marshes, and wetlands are the most productive part of the sea — and the most vulnerable to damage. The Plan proposes strong measures to protect the State's remaining wetlands. Restoration of wetland areas of comparable productivity would be required as a condition of many dredging or fill

approvals. The Plan recognizes that expansion of some developments, such as ports and energy installations, may be necessary in wetlands, but establishes stringent provisions to minimize any harmful effects of such expansion.

Protect Against Harmful Effects of Seawalls, Breakwaters, and Other Shoreline Structures. Seawalls, breakwaters, groins, and other structures near the shoreline can detract from the scenic appearance of the oceanfront and can affect the supply of beach sand. The Plan limits the construction of shoreline structures to those necessary to protect existing buildings and public facilities, and for beach protection and restoration. Special design consideration is proposed to insure continued sand supply to beaches, to provide for public access, and to minimize the visual impact of the structures.

Coastal Land

Protect Coastal Streams and Plan Carefully for Coastal Watersheds. Coastal streams collect and channel waters draining from the land to the ocean, and thus form a fundamental linkage between shore and sea. Sediments and pollutants deposited in these streams can affect coastal wetlands as much as dredging and filling. The Plan recommends that comprehensive coastal watershed management plans be drafted to protect streamside vegetation, to maintain salt-water-freshwater balance, to protect the quality of water feeding coastal wetlands, to control sand supply (and thus protect ocean beaches from erosion), and to protect streams important as spawning areas for steelhead and salmon.

Retain Natural Habitat Areas. The richness of the nearshore ocean habitat is matched by the richness of the nearshore coastal land habitat. Many plants, animals, birds, and marine creatures are completely dependent upon the unique environment of the coast and can only survive in this setting. The Plan provides for careful protection of habitats of particular importance or rarity through acquisition, by controls on recreational uses, and through regulation of adjacent development.

Encourage Coastal Agriculture. The presence of the sea moderates the coastal climate, helping to create an extended growing season and to protect coastal crops from frost damage. The rich alluvial soils in coastal valleys, combined with temperate climatic conditions, create some of the

finest and most productive agricultural land in the nation. Plan policies seek to support agriculture and to discourage conversion of these highly productive agricultural lands to other uses. The Plan proposes to alleviate the pressures of high property taxes and urban utility assessments that can force conversion of farm land to urban development. Also proposed are direct economic support and technological assistance. Controls are recommended to limit urban encroachment into agricultural areas and to regulate rural subdivision of land and lot splitting. The Plan recognizes, however, that some conversion of lower quality agricultural lands to other uses may be unavoidable in places where it has become uneconomical to continue farming. The Plan thus recommends standards to govern the conversion of farmlands surrounded by urban development and the partial conversion of larger parcels of less productive rural lands in ways that would allow some residual agriculture.

Encourage Continued Timber Production. The coastal forests in northern California are a valuable, renewable economic resource. The Plan seeks to maintain forests in long-term production with controls necessary to protect streams from erosion, to protect against damage to fish-spawning areas, and to protect the scenic beauty of forested areas. The Plan recommends that present tax laws be amended to encourage sustained forest yield by taxing timber only as it is cut, rather than taxing the value of all standing trees, as under the present system.

Conserve Soil and Mineral Resources. The soils and minerals of the coastal zone are irreplaceable resources of California. The Plan requires that local building and grading ordinances include effective measures to control erosion. Sand and gravel extraction would be barred in environmentally sensitive or highly scenic areas, and site restoration would be required where mining is permitted.

Protect Coastal Air Quality. In many urban areas, increasing numbers of people want to live and work along the coast because of its relatively clean air. Coastal Plan policies would exclude major new pollution-generating developments (refineries, fossil-fuel power plants, freeways) from portions of the coastal zone now designated as problem "air quality maintenance areas" unless there is no less environmentally damaging alternative. Where permitted, such developments would have to be designed and sited to minimize adverse effects on coastal air quality. The Plan would require the cumulative impact of

development on coastal air quality to be considered in land use and transportation plans.

Coastal Appearance and Design

Protect the Scenic Beauty of the Coast. The California coastline is a visual resource of great variety, grandeur, contrast, and beauty. In many areas coastal development has respected the special scenic quality of the shoreline, but in others, incompatible development has degraded and altered the attractiveness of the coast. Plan policies provide guidelines for various types of development in highly scenic areas and in areas affording the public prominent coastal views.



Coronado

The overriding design goal is that in scenic areas new development should be visually unobtrusive and subordinate to its setting. Development should be sited to protect coastal views and be landscaped to soften its visual impact. Construction materials should blend either with the natural setting or with adjacent structures. Massive structures such as major industrial plants and shopping centers should be built back from the

shoreline. The Plan bans unsightly billboards along the coastline and requires the removal of existing billboards from such areas within 10 years. The specific design objectives for various coastal areas would be established through local design review programs developed by local governments. To help combat litter, the Plan recommends that the Legislature consider enacting a law forbidding the sale of non-returnable or non-biodegradable containers.

The Plan policies contain detailed guidelines for development in different coastal settings including standards for construction affecting wetlands, sand dunes, bluffs, headlands, islands, canyons, riverways, and uplands.

Coastal Development

Encourage Orderly, Balanced Development.

Recognizing the need for continued development in appropriate areas, Plan policies propose that new development be concentrated in places able to accommodate it (i.e., areas with adequate water supply, sewer service, road and public transportation capacity, etc.).

New development would not be allowed to continue to leapfrog and sprawl over open lands but would, instead, be directed to already-developed areas. Along the immediate shoreline, priority would be given to "coastal-dependent" developments such as ports that by their very nature require coastal sites.

In rural areas not identified as containing significant natural resources, as highly scenic areas, or as viable agricultural lands, first preference in determining permitted uses would go to development that would preserve the open character of sites and serve the needs of coastal visitors (e.g., riding stables, campgrounds, or tourist accommodations). Residential development would be given lower priority but would be permitted where other types of development were infeasible. Plan policies recognize that certain potentially hazardous industrial activities (liquefied natural gas processing works and nuclear power plants) may require remote locations but seek to minimize the proliferation of these through site consolidations.

The Plan also recognizes that some of the unique communities along the coast, such as La Jolla, Venice, and Mendocino, are themselves coastal resources, and recommends special standards for

protection of their scenic and community qualities.

Protect Against Natural Hazards. Development along the coast of California is threatened by a number of natural hazards such as floods, earthquakes, landslides, cliff erosion, and tidal waves (tsunami waves). The Plan proposes policies to restrict new development in floodplains, require that a geologic hazards description be made a part of residential sales information, place limitations on uses of land within coastal areas of highest risk, prevent public subsidies for hazardous development, and provide setbacks from erosion-prone bluffs.

Energy

Reduce Energy Consumption. Energy conservation can not only conserve petroleum and other resources, thus strengthening the nation's self-sufficiency, but it can also help to protect coastal air, land, and water from unnecessary oil, gas, and power-generating facilities. Expanding demands for oil and gas will result in increased tanker movements and port development, or in additional offshore oil production, or both, and in refinery expansion. Growing electricity consumption increases pressures for construction of coastal power plants, and some are likely to be fueled by oil. Plan policies recognize that energy conservation programs should be applied statewide, and that the primary responsibility for implementation of such programs rests with the State Energy Commission. The policies recommend to the Energy Commission a detailed program for energy conservation, which could be implemented separately within the coastal zone only if the Energy Commission fails to meet its own legislative deadline for implementing a statewide conservation program by July 1, 1977.

Plan policies also advocate that tax incentives be provided to encourage energy self-sufficiency in building design. The Plan urges development and exploratory programs to expand use of alternative energy sources such as solar, wind, and geothermal energy, and energy from solid wastes and methanol.

Siting Energy Facilities. The Plan recommends that the Energy Commission have authority over the siting not only of new power plants but also of all other major energy facilities including those for petroleum production and refining. The coastal agency would, under the Plan, have concurrent jurisdiction in site selection and certification for sites in the coastal zone. The Plan would

not exclude energy installations from the coast, but rather would require that both inland and coastal sites be fully evaluated so that necessary new energy facilities will be provided in a manner least damaging to all of the State's natural resources.

Power Plants. Power plants would be permitted within the coastal zone at sites jointly certified by the Energy Commission and the coastal agency. The Plan provides that adequate freshwater supplies for agricultural irrigation be reserved before any fresh water is appropriated for evaporative power plant cooling at inland sites, and urges research on the use of agricultural waste water for cooling. Among the most significant considerations would be demonstrations by a utility (1) that the plant is needed despite energy conservation efforts; (2) that alternative coastal and inland sites have been evaluated, and the proposed site is the least environmentally damaging site; (3) that the plant would be compatible with neighboring land uses; (4) that, where feasible, a substantial coastal area would be provided for public use; and (5) that adverse visual impact would be minimized. Plants could not be built in areas identified as highly scenic nor could they increase pollution in problem air quality areas.

Offshore Petroleum Development. Plan policies would allow offshore petroleum development, provided it is part of a clearly defined energy conservation and development program for the country or for the western states, provided stringent environmental safeguards are made part of the entire exploration and production schedule, and provided there is careful planning to minimize onshore impacts.

The policies also recommend revising current Federal leasing practices to provide for withholding approval of offshore petroleum development until the offshore exploration has been sufficiently completed to determine the extent of the oil and gas available and the environmental impacts from extracting it.

Tanker Terminals. Tanker terminals would be permitted under criteria including the following: (1) existing facilities should be used to their maximum capacity before new port facilities are developed; (2) oil companies should be encouraged to trade crude oil supplies to minimize the need for petroleum transport and costly new terminal facilities; (3) existing harbor areas should be used to accommodate the tankers that will transport Alaskan oil (tankers with drafts of

about 65 feet), but larger tankers to transport oil imports should be restricted to deepwater off-shore terminals away from environmentally sensitive areas; and (4) new terminals should be planned for multicompany use and should have adequate equipment for oil spill containment.

Liquefied Natural Gas [LNG] Terminals. Terminals for importing LNG would be permitted under the following criteria: (1) until concerns about the public safety risks inherent to LNG marine terminal operations have been satisfied, there should be only one LNG terminal for California, at a site remote from heavily populated areas; (2) if the public safety concerns can be satisfied, consideration should be given to building LNG terminals in already-developed port areas to minimize adverse environmental impacts; and (3) LNG terminals should meet rigorous design and operational standards for safety.

Transportation

Limit Adverse Environmental Effects of Coastal Access Roads. Access to much of the State's coastline is over roads that were built to meet the needs of another era. Increasing volumes of coastal visitors sometimes fill the roads to their limits, and there have been growing numbers of second-home owners and long-distance commuters. High-volume freeways, with their graceful curves and generous widths, are ill-suited to the rugged landforms of much of the coastline and would cut massive swaths through coastal neighborhoods.

Plan policies seek to improve the efficiency of existing roads by promoting use of public transit and by mandating transportation plans that pay special attention to weekend congestion problems. Coastal roads should be designed, as many in California have been, to reflect their use as recreational routes and should include such amenities as scenic vista points, rest stops, beach accessways, and picnic grounds. The Plan recommends that local land use proposals be evaluated against road building and transit plans to make sure that land developments do not overrun the capacity of the roads and effectively block access to coastal visitors.

Regulate Parking at the Coast. If everyone insisted on driving his car to the water's edge it wouldn't be long before much of the coastline

would be paved for parking. Plan policies would restrict expansions of oceanfront parking lots but would provide for added parking immediately inland, well designed and connected to the shoreline by trails or shuttle buses. New developments would be required to have sufficient on-



Mendocino County

site parking or, in some cases, to provide payments to local transit systems.

Improve Public Transit. Public transit is little-used for recreational travel, so on weekends fleets of transit vehicles used for access to work and school sit idle. There is excellent potential for increasing the use of public transit for recreational trips (experimental programs from San Francisco to beaches in southern Marin County have filled buses to capacity). Because public transit is less polluting than private automobiles and more efficient in its use of road capacity, transit is given strong preference for coastal transportation in many areas, and the Plan supports programs that would increase the attractiveness of transit to coastal visitors.

Provide for Water and Air Transportation. Port and airport facilities are vital to the State's economy, but expansion of either can have serious

environmental consequences. Plan policies provide for increases in both air and water transportation, within a system of environmental safeguards. Except for ports handling hazardous materials, all port expansion would be channeled to existing port areas, and these would be used to their maximum potential before new diking or filling of water areas would be allowed. The potential for airport expansion within the coastal zone is limited, and the Plan recommends avoiding expansion of coastal sites, especially where this would require filling wetlands or losing recreational potential.

Public Access to the Coast

Guarantee Rights to Public Access to the Coast. Public access to the ocean is a right specifically set forth in the California Constitution. But it has not always been enforced, and many parts of the coast are now fenced off from the public or are otherwise inaccessible. The Plan proposes that existing legal rights of public access to the coast be enforced, and that reasonable requirements for public access be established in new developments along the coast. Recognizing that additional public access will require additional policing, litter control, and other such measures, the Plan provides that public accessways in new developments be set aside but not opened for public use until a public agency accepts responsibility for maintenance and liability. Where a new oceanfront development could not reasonably provide public access within its boundaries, appropriate in-lieu payments to an acquisition fund may be required to help buy nearby property for public access.

Create Opportunities for Persons of All Income Levels to Live Near the Coast. In recent years much coastal property has increased rapidly in value so that people of limited means, including many elderly people, can no longer afford to live in some coastal neighborhoods. Older residences that could be renovated are torn down, generally to be replaced by larger and more expensive buildings. Policies give preference to coastal developments that would be accessible to people of diverse incomes, also stressing shared ownerships, rentals, and a retention of existing moderate-income housing.

Encourage Multiple Use of Coastal Lands. Part of the beachfront at the Marine Corps' Camp Pendleton in San Diego County has been opened

to the public, with management of the beach by the State Department of Parks and Recreation. The Plan proposes that on other military lands, consistent with security and safety, oceanfront areas be opened for public use. And the Plan recommends similar public access to the oceanfront, where appropriate, in major installations such as port facilities, power plants, etc.

Recreation

Increase Coastal Recreation But Protect Coastal Resources. The California coast provides recreation for millions of people every year—many from within the State, but many from other parts of the country and the world. Serving their needs provides California with jobs and income constituting a valuable part of the State's economy. Visitor surveys, filled campgrounds, and jammed parking lots make clear that even more visitors would be at the coast if there were more room for them.

The Coastal Plan proposes to expand recreational opportunities, by purchasing not only oceanfront beach and park land but also land just inland from the coast for parking and other support facilities, so the oceanfront can be reserved for recreation. Priority would be given to coastal areas close to major metropolitan centers. Where coastal communities are unduly burdened with the costs of maintaining recreational facilities enjoyed by inland residents, Plan policies recommend that State funds be made available to the extent they are needed to offset local costs of serving visitors. Where public purchase is not proposed, the Plan gives priority to private developments serving recreational and visitor needs over other types of development on the coast and encourages recreational facilities serving all income ranges, i.e., campgrounds, rental housing, or resort hotels.

But the Plan also recognizes that many coastal areas cannot accommodate unlimited crowds without environmental damage; indeed, too many people in an area can destroy the very features that attracted the visitors to the coast in the first place. Recreational areas would be managed to respect the natural capacity of park lands. (The State Parks and Recreation Department now allows only a certain number of people at a time into Point Lobos State Reserve south of Carmel, to protect a spectacular coastal promontory.) The Plan provides that limits be placed on public access and recreational use as necessary

to protect coastal tidepools, bluffs, dune vegetation, and other such fragile areas; but also that additional sites be acquired as recreational demand increases so that facilities are not overburdened.

The Plan encourages construction of a coastal trail system, but with adequate policing and maintenance to protect adjacent agricultural lands from vandalism or other damage. Off-road recreational vehicles would be prohibited on the immediate beachfront, except at Pismo Beach in San Luis Obispo County and in a limited number of other places where stringent environmental standards could be met.

Encourage Recreational Boating, But Protect Wetlands. The demand for recreational boating has grown sharply in recent years, and in many coastal marinas there is a shortage of berths. In the past, small-boat marinas were often created by dredging and filling valuable marshlands or other wetlands, thus destroying fish and wild-fowl habitat. Because such areas are essential to protect the State's fish and wildlife, and because boating can be accommodated elsewhere without habitat destruction, the Plan provides that new or expanded small-boat marinas



Santa Cruz

be built in natural harbors, in deep water (that is, deeper than marshes and wetlands), and in areas dredged out from dry land. In addition, dry storage, rental programs, multiple ownership, and other means are proposed to provide for more boating while protecting wetland values.

Scientific and Educational Resources

Protect Sites of Scientific, Historic, or Educational Value. The Plan builds upon existing programs to protect sites of historic, archaeological, or scientific importance from being put to incompatible use. The policies advocate an intensified effort to identify and provide protection for the coast's historic and archaeological resources.

Restoration

Restore Degraded Coastal Areas. New recreational opportunities can be provided, new habitat areas created, and blighted coastal neighbor-

hoods renovated through a coastal restoration program.

Because of the profusion of coastal subdivision and lot splitting and the extreme costs of providing urban services and access to remote developments, a restoration program is recommended to reduce the numbers of undeveloped coastal lots. Purchases are recommended to protect areas usable by the public and in areas where costs of extending urban services would exceed the costs of buying lots. In some cases, lots in common ownership would be consolidated. Owners of individual buildable lots would be guaranteed construction rights or, alternatively, public purchase at full market value in locations where plans call for acquisition.

CARRYING OUT THE PLAN

No plan dealing with controversial matters is likely to be self-enforcing. The Coastal Plan thus recommends that the following implementation program be established:

Local Government Responsibilities for the Coast. Because city and county government is accessible and accountable to its constituents, because statewide coastal concerns should be reflected in local planning and regulation, and because Plan implementation should be streamlined to reduce costs and delays, primary responsibilities for carrying out the Coastal Plan should rest with local governments. Within three years of the effective date of State legislation to carry out the Plan, local governments along the coast should be required to bring their General Plans into conformity with the Coastal Plan. Local governments would submit their plans to the Regional and State Coastal Commissions for certification as to conformity with the Coastal Plan. After all the local plans in a region had been certified, the Regional Commission would go out of existence. Local governments would then control coastal conservation and development, subject to a system of limited appeals to the State Commission to insure that approved local plans

and thus the Coastal Plan were being followed in day-to-day decisions.

Coastal Resource Management Area. Because the Coastal Plan seeks to provide for the wise use and protection of coastal resources, local plans would be required to conform to the Coastal Plan in an area designated as the coastal resource management area. This area, shown in detail on the Plan Maps in Part IV, is the area of varying width along the coast containing the coastal waters, wetlands, beaches, bluffs, agricultural lands, and coastal communities and neighborhoods that are the subject of Plan policies. In some cities, the coastal resource management area is **less** wide than the 1,000-yard permit area established in the 1972 Coastal Act (Proposition 20). In rural areas and other areas of undeveloped land, the resource management area may extend to the inland boundary of the coastal zone to include coastal agricultural lands and streams and areas where the cumulative impact of development would limit public access to the coast (e.g., Malibu, Big Sur). As provided by the 1972 Coastal Act, the California coastal zone is the water areas under State jurisdiction, the offshore islands, and land areas inland to the

highest elevation of the nearest coastal mountain range, except that in Los Angeles, Orange, and San Diego Counties, the boundary does not extend more than five miles from the mean high tide line.

Permit and Appeals System. To insure that unwise development decisions do not occur while local plans are being brought into conformity with the Coastal Plan, the permit and appeals system specified in the 1972 Coastal Act would remain in effect except that (1) the standards for issuing and denying permits would be compliance with the Coastal Plan, not the 1972 Coastal Act; (2) permits would also be required within the coastal resource management area for the conversion of any prime agricultural land to other uses and the conversion of other agricultural land in parcels of 20 acres or more; (3) anywhere within the coastal zone, a Commission

permit would be required for major water, sewer, transportation, or energy developments that could adversely affect coastal resources; and (4) permits would **not** be required where a Regional Commission (or the State Commission, on appeal) determined after public hearing that development of a particular type or in a particular area would not adversely affect coastal resources.

Permits and Appeals After Certification. After a local plan has been certified by the Coastal Commissions as being in conformity with the Coastal Plan, local governments would have primary implementation responsibility, subject to a system of limited appeals to the State Coastal Commission to insure that the approved local plan and the Coastal Plan were being followed in day-to-day conservation and development decisions.

State Coastal Agency. After the Regional Commissions have gone out of existence, a State Coastal Commission with 12 members — one-third appointed by the Governor, one-third by the Speaker of the Assembly, and one-third by the Senate Rules Committee — would have the following responsibilities: (1) carry out the planning and research necessary to keep the Coastal Plan up to date in light of changing conditions; (2) assist local governments in Plan implementation; and (3) through the appeals process, monitor the decisions on proposed coastal conservation and development.

State and Federal Agency Responsibilities. The Plan provides that all State agencies, and all Federal agencies to the extent applicable under Federal law, be required to conduct their activities in full compliance with Coastal Plan policies. The Coastal Commission would seek to insure that California maintains a Coastal Plan complying with the standards of the Federal Coastal Zone Management Act of 1972, thus qualifying the State for Federal funds to help carry out the Plan, and also insuring that Federal agencies would be required to follow the Plan unless an overriding national interest compelled other actions.

Proposed Bond Issue. The Plan proposes that a limited number of key coastal properties be bought by the public, primarily for oceanfront recreation and for the protection of wildlife habitat. Based on assessments by county assessors, the parcels **tentatively** proposed for acquisition have a total market value of about \$180 million. Because of inflation, and because some assess-

The Legal Basis for Statewide Planning

The State of California has legal power to regulate and control land use. This regulation, using such forms as zoning, is part of the inherent power possessed by all States and is commonly called the police power — the power to regulate public and private activity to protect the health, safety, and welfare of the general public.

The California Constitution and other State laws delegate certain police powers, including the power to plan and control land use, to cities and counties in carrying out their local or municipal affairs. The State, however, retains the ability to plan, protect resources, and even control land use in areas or on subjects of greater than local concern.

As one court has said in a case involving the Coastal Commissions, "Where the ecological or environmental impact of land use affect the people of the entire State, they can no longer remain matters of purely local concern." The court added that "the impact of an activity which in times past has been purely local, may under changed circumstances transcend municipal boundaries . . . Where the activity, whether municipal or private, is one that can affect persons outside the city, the State is empowered to prohibit or regulate the externalities" (CEEED v. California Coastal Zone Conservation Commission, 118 Cal. Rptr, 315 [1975]).

ments have not been updated recently, estimates may be low with regard to some parcels. On the other hand, the total cost may be reduced by eliminating some parcels from the list (the Commissions are continuing to review the acquisition proposals) and by purchasing easements rather than full title in some cases. The Plan proposes that, after further review of the proposed acqui-



sitions, a bond issue be submitted to the voters of California in 1976 to pay for prompt purchase of coastal properties.

Costs of Carrying Out the Plan and Possible Sources of Funds. Costs of carrying out the Coastal Plan are (1) the cost of land acquisition, not expected to exceed \$180 million to \$200 million together with some additional operating and maintenance costs to park agencies as new beaches and parks are open; (2) the cost of Coastal Commission permit and appeals ad-

ministration, estimated at \$1 million to \$1.5 million per year; (3) the cost of further Coastal Commission planning to keep the Coastal Plan up to date and to assist local governments in Plan implementation, estimated at \$1 million to \$1.5 million per year; and (4) the cost to local governments of bringing their plans into conformity with the Coastal Plan, estimated at \$600,000 to \$800,000 per year for three years.

The Plan proposes that these costs be paid from several possible sources:

- The bond issue cited above;
- Federal acquisition grants from the U.S. Land and Water Conservation Fund;
- Federal planning grants (once California's Coastal Plan has been certified as in compliance with the Federal Coastal Zone Management Act of 1972, California will be eligible for two-thirds of the planning and administrative costs of carrying out the Plan);
- Taxes on the production and transport of petroleum on and across California coastal waters, because a principal purpose of coastal planning is to provide adequately for needed energy production consistent with environmental protection; and
- Perhaps from added fees on pleasure boats or added taxes on visitor accommodations in coastal areas, in both cases requiring those who benefit most from coastal recreation and amenities to help pay the costs of protecting the coast.

Near Vandenberg Air Force Base, Santa Barbara County

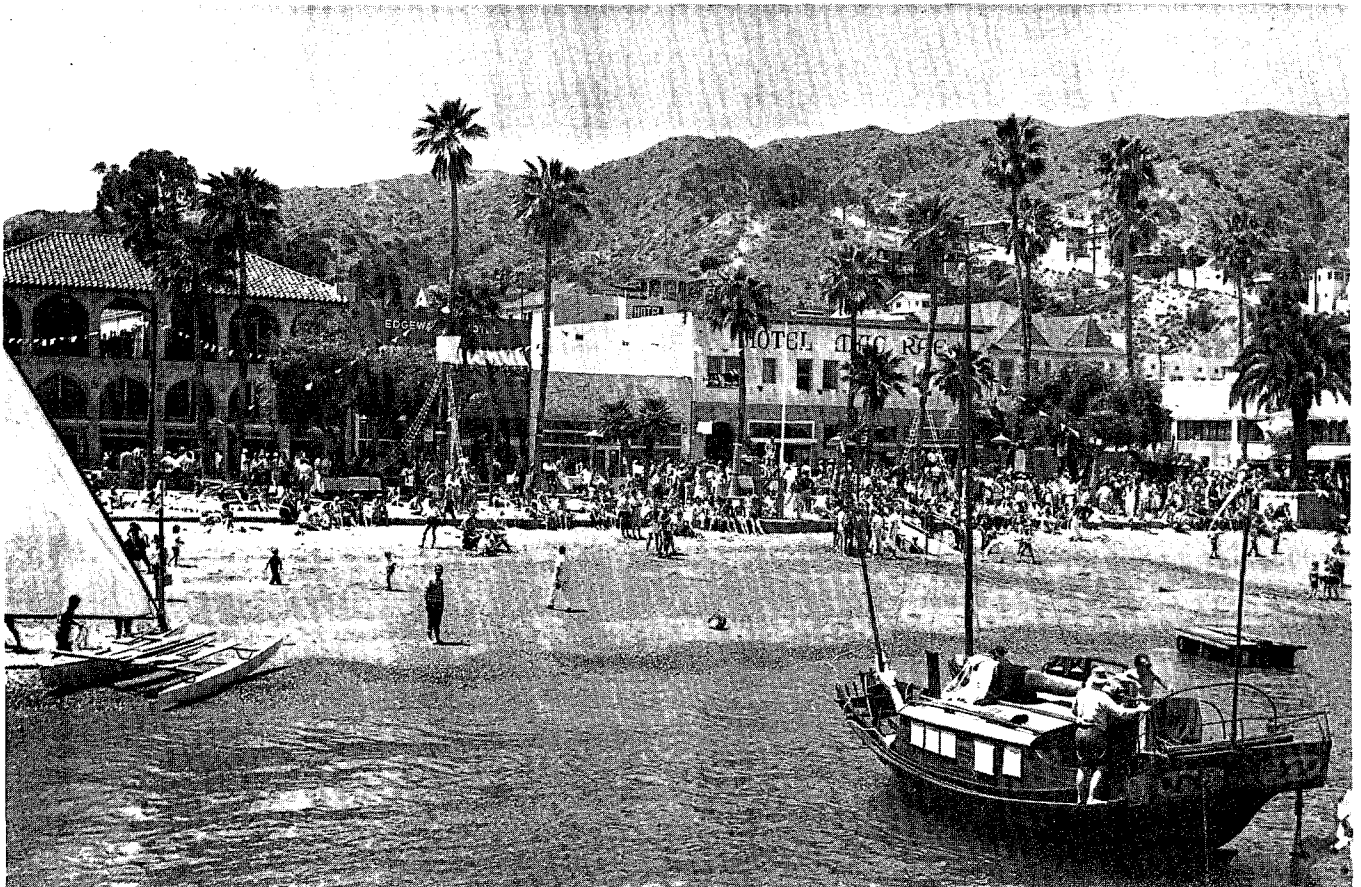


THE FUTURE ENVISIONED BY THE PLAN

The Coastal Plan envisions a future for California's coast that includes:

- An orderly transition between fully developed communities and productive farm and grazing land.
- Recreational boating increased, consistent with wetland protection.
- New residential development concentrated and served by public transit, so that roads to the coast are kept uncongested.
- Downtowns and neighborhood commercial areas renewed and refurbished, with no further construction of sprawling shopping centers that destroy valuable farmland on the fringes of the cities.
- Traffic flowing smoothly through cities to the shore, with many vehicles being shuttle buses from nearshore parking lots where motorists have left cars.
- Well-maintained, older, less-expensive housing that provides opportunities for people of all incomes to live near the ocean, and clearly blighted areas replaced by new residential construction.
- Many more people enjoying beaches, coastal resorts, hotels, and waterfront restaurants.
- Power plants as needed to serve an economy that employs effective energy conservation, and every power plant sited and designed to minimize environmental damage and hazards.
- Expanded and more efficient facilities at existing ports, to take advantage of the great energy and cost savings of ocean transportation, and port developments planned to minimize environmental degradation.
- Beyond the urban areas, a largely undisturbed coastline that can be enjoyed from comfortable tour buses, cars, motorcycles, and from miles of foot, bike, and horse trails, with many more carefully planned beach access areas, and campgrounds.
- Agricultural lands kept in agricultural produc-

Avalon, Santa Catalina Island



tion with taxation based not on potential subdivision but on farmland needed to feed a growing population; and with incentives for Californians to work in productive agriculture.

- In the North Coast Region, a more vigorous visitor industry, an enhanced agriculture, and a timber industry made stronger by more widespread use of sustained yield practices and by an increased demand for wood pro-

ducts to replace increasingly expensive and dwindling manufacturing and construction materials such as plastics and steel.

- And overall, continued growth channeled both to achieve greater savings in public costs by concentrating development, roads, utilities, and to protect coastal wetlands, farmlands, views, and other natural resources.

NATIONAL INTEREST IN THE COAST

The California Coastline Is a National Resource.

The California coastline is of more than local or even State importance; it is a resource of national significance; it comprises more than half of the western coastline of the contiguous 48 states.

Visitors from across the country enjoy the scenic beauty and recreational facilities along the coast. Foreign goods bound for consumers in inland states and U.S. products on their way to distant countries pass through California ports. Petroleum, timber, and farm produce for the coastal zone are shipped to the rest of the nation.

Use of the coastal land area and adjacent waters for national defense and national security is of paramount importance to the country because of military installations located along the coast. This is particularly true of the numerous Navy installations with defense missions necessarily requiring operational use of such areas.

The Federal Coastal Zone Management Act.

Recognizing the distinct and irreplaceable value of this country's coastline, the U.S. Congress enacted the Coastal Zone Management Act of 1972 (PL 92-583) which states, "...it is national policy...to preserve, protect, develop, and where possible, to restore or enhance, the resources of the nation's coastal zone for this and succeeding generations" (Section 303[e]). The language is almost identical to one of the objectives of the California Coastal Act (Proposition 20): "...to preserve, protect, and where possible, to restore the resources of the coastal zone" (Public Resources Code, Section 27001).

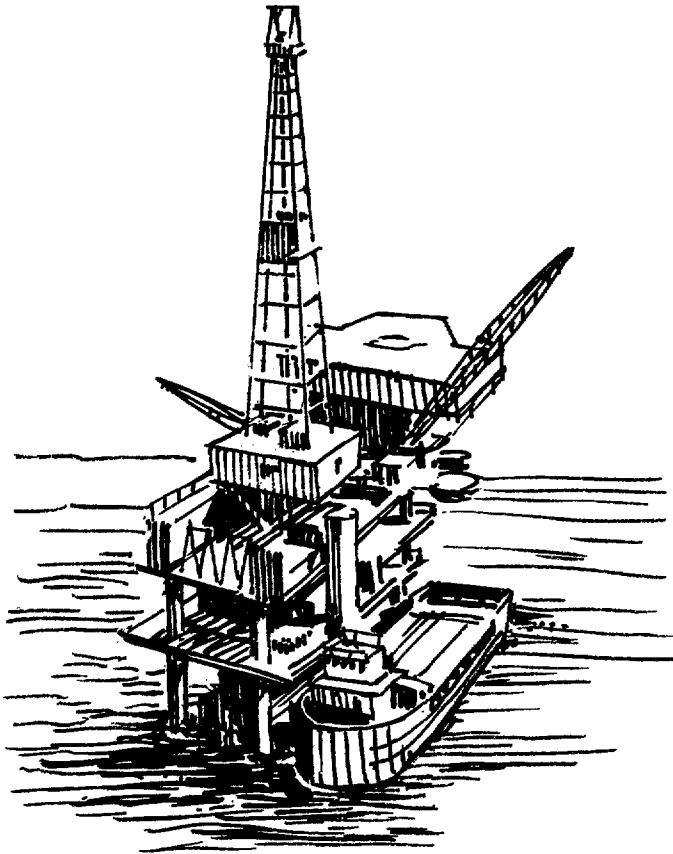
Under the Federal Act, California has received financial assistance for the preparation of the

Coastal Plan, which will be submitted to the Department of Commerce--the agency responsible for administering the Federal Act--in the form approved by the State Legislature and the Governor. Once approved by the Secretary of Commerce, the Coastal Plan will provide the basic policies for both state and national interests in the coastal zone. The Federal Act requires Federal agencies to comply with an approved state coastal zone management program "to the maximum extent practicable" (Section 307[c]).

To ensure that the national interest is adequately addressed in the Coastal Plan, the Federal Act requires that the state coastal zone "management program provides for adequate consideration of the national interest involved in the siting of facilities necessary to meet requirements which are other than local in nature" (Section 305[c][8]).

Planning for the National Interest. Recognizing its responsibilities to the rest of the nation, California in its coastal planning has made every effort to consider the national interest in issues affecting the coast. The Plan's policies recognize national defense and national security as important aspects of national interest, because without the attainment of such objectives, all other goals and objectives can be threatened. The policies on the protection of agricultural land recognize the importance of California farm production to the rest of the nation and also acknowledge the world food shortage. The policies calling for recreational and public-oriented uses to have a high priority along the coast reflect the increasing popularity of the coast as a tourist destination. The Plan's energy policies, especially important because of the Department of Interior's

proposals to lease vast Outer Continental Shelf (OCS) areas for petroleum exploration and extraction, take into account California's role in national energy supply. The energy policies are based on a willingness to respond with a broader state role in meeting the nation's energy requirements if such a need is clearly identified and if California's environmental, economic, and legal interests are properly planned for and pro-



tected. Because needs — national, state, and local — may change in the future, if occasions should arise where certain federal activities would conflict with Coastal Plan policies, the representatives of the Federal and State agencies concerned should consult and cooperate to resolve the conflicts consistent with national objectives.

Planning for Federal Activities. One part of the national interest is the planning for activities carried out by Federal agencies in the coastal zone. To bring the activities of the many Federal agencies within the context of the comprehensive planning called for in the Federal Coastal Zone Management Act, the Act provides that "each Federal agency conducting or supporting activities directly affecting the coastal zone shall conduct or support those activities in a manner which is, to the maximum extent practicable, consistent

with approved state management programs" (Section 307[c][1]). The Federal Act also excludes "from the coastal zone ... lands the use of which is by law solely to the discretion of or which is held in trust by the Federal Government" (Section 304[a]). In recognition of the paramount importance of national defense and national security, in California this exclusion is interpreted to include all lands and waters within the coastal zone used for national defense or subject to the jurisdiction of the Department of Defense and both present and future needs for operational air space and land and water areas. Moreover, the planning for areas surrounding military installations should be coordinated with local Department of Defense representatives so these areas are not used in a manner that would conflict with national security needs. And just as military operations should be protected from incompatible surrounding uses by the coastal zone management program, it is anticipated that Federal agencies, being equally aware that environmental problems do not respect jurisdictional boundaries, will do their utmost to comply with applicable Coastal Plan policies.

Federal-State Cooperation to Protect the National Interest. California has received extensive assistance and cooperation from many Federal agencies in the preparation of the Coastal Plan. Moreover, as required by Federal regulations, early drafts of the Plan elements have been provided to numerous Federal agencies for review and comment. For example, the Coast Guard, Federal Energy Administration, Maritime Administration, National Park Service, Fish and Wildlife Service, National Marine Fisheries Service, U.S. Geological Survey, Forest Service, Bureau of Land Management, National Aeronautics and Space Administration, Navy, and Army Corps of Engineers have all commented extensively on the Preliminary Coastal Plan and/or provided useful data and information for preparing it.

Through this process, there has been an opportunity for national interests, as perceived by Federal agencies, to be incorporated into the preparation of the Plan. Although there is general support for the Coastal Plan objectives among Federal agencies, there may be some disagreement in applying the Plan policies to particular circumstances. Nevertheless, continued cooperation can ensure that the national interest is protected through a uniform application of the Coastal Plan policies to the entire coastal zone by whichever local, State, or Federal agency has

regulatory jurisdiction. Where the Coastal Plan would conflict with an overriding national need under unforeseen circumstances, it may be necessary to amend or override the Plan policies in the national interest. Such cases can be expected to be rare. Except for national defense and national security needs as established by the President and the Congress, the determination of national interest needs, along with any measures necessary to mitigate the adverse impacts of meeting those needs, should be made cooperatively by the affected local, regional, State, and Federal agencies.

Clearly, national defense and national security are among the highest priorities in the management of the coastal zone. Coastal zone military installations are important components in their local areas, and represent a stable and substantial contribution to the State economy. Because military defense installations are excluded from the coastal zone, State or local approval for related activities is not required. The decisions on whether or not such activities will comply with environmental safeguards rest with the Department of Defense. The defense agencies — and in particular the Navy, which is the Federal agency most dependent on coastal installations for its continued operations—have displayed increasing sensitivity to environmental issues in their oper-

ations. The Navy has also cooperated in the development of California's coastal zone management program by making its interests known. It is Navy policy to conduct Navy activities to the maximum extent practicable consistent with the State Plan, as long as national defense objectives are protected. To this end, the Navy intends to permit review, subject to security restrictions, of its master plans, general development maps, and offshore operating area requirements, for comment and recommendation by the agencies responsible for carrying out the Coastal Plan.

Other Federal agencies have also indicated their willingness to cooperate in a similar manner. There has, for example, been extensive cooperation with the Army Corps of Engineers, which shares regulatory authority with the Coastal Commission over the waters and wetlands of the coastal zone, with the Federal Power Commission on the siting of liquefied natural gas facilities, and with the Environmental Protection Agency on air and water quality standards. Through a continuation of this process of discussion, negotiation, and arbitration when necessary, among local, state, and federal interests, differences can be addressed cooperatively, and the entire coastal zone be treated as an interrelated environmental and economic system.

PUBLIC INTEREST IN THE COASTAL ZONE

The public interest in the California coastal zone is as diverse and varied as is the 1,100-mile coast itself. To varying degrees, the people of California, the people of the United States, and even the people of many parts of the world benefit from the California coastal zone.

The public interest in the coastal zone is in:

- its use for national defense;
- its timber and its oil and other minerals;
- the electric power generated along its shore;
- the products shipped around the world from its ports, and the imports that arrive in California harbors;
- the fish and other food produced in the coastal zone;

- living on or near the coast;
- enjoying the beaches and parks of the coast, the clean coastal air, and the serenity and inspiration of the unparalleled variety of coastal forests, mountains, bluffs, estuaries, and waters.

The public interest in the coastal zone is embraced by the two objectives of the Coastal Plan, which are to:

1. Protect the California coast as a great natural resource for the benefit of present and future generations.
2. Use the coast to meet human needs, in a manner that protects the irreplaceable resources of coastal lands and waters.

ECOLOGICAL PLANNING PRINCIPLES

The ecological planning principles and assumptions underlying the Coastal Plan are as follows:

- No one part of an ecosystem operates independently of any other. Therefore, alterations within an ecosystem should be carefully considered as to their impacts on other portions of the ecosystem.
- Air, soil, water, and light are the basic physical requirements for an environment to sustain life.
- Organisms have requirements essential to life. If any of these requirements are met in amounts too small to satisfy the organism, it will not be able to survive in a particular area.
- People are an important part of coastal ecosystems. People change ecosystems, and in doing so can improve human living conditions. But changes in the natural environment can also result in undesirable consequences as, for example, the introduction of pollutants into the air and water can harm human health.
- Every ecosystem has a carrying capacity, which is limited. Coastal zone management must recognize the limiting factors, and they should be of primary concern in environmental analysis. People must recognize the balance of nature and limit use of natural resources so that they do not destroy options for the future.

RIGHTS OF PROPERTY OWNERS

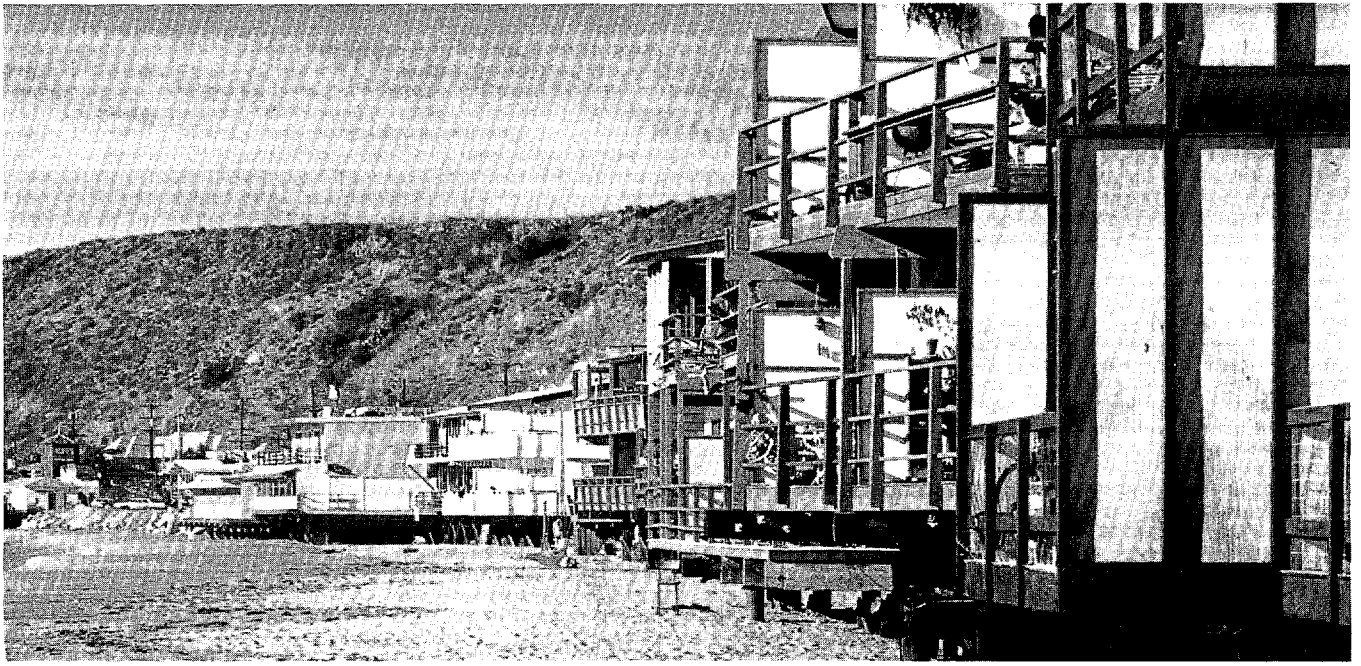
The Coastal Plan recognizes fully that the ownership and use of private property are fundamental concepts in the law and traditions of the United States. This nation's long history of personal liberty, as well as its material prosperity, have resulted in large part from the freedom and private enterprise encouraged by the private ownership and use of resources. The Constitutions of both the United States and the State of California protect property owners against the taking of their property without just compensation. The Coastal Plan cannot violate these Constitutional mandates, and it does not.

Landowners' Rights Protected. The Coastal Plan protects the rights of landowners. The Plan proposes that some key coastal properties be bought by the public for public use or environmental protection; the owners of such property would be paid fair market value for their holdings. If such property is not in fact bought by the public, the property may be put to other uses by its owner consistent with Coastal Plan policies. The Coastal Plan proposes development standards, similar to those in long-established city and county laws, under which new buildings would be designed to minimize interference with ocean views from

public roads, and to provide public access to the oceanfront where appropriate.

The property rights of a landowner are not absolute. Rights can and do change over time, and the rapid urbanization of the United States during the 20th century has led increasingly to restrictions on the use of private property—restrictions held by the courts to be constitutional. For example, the U.S. Supreme Court held 25 years ago that property owners could not create an enforceable agreement requiring racial discrimination in the future sale of their land. For many years, laws have prohibited the use of property in a way that would result in health hazards or noxious effects on the public at large. And local zoning laws have been upheld by the courts since 1926.

Rights and Expectations. The issue is not whether property owners' **rights** could be violated; under Federal and State Constitutions they could not be. The issue, at least in many places, is that property owners' **expectations** may be affected. When people buy land, they often expect a certainty of financial return greater than when they buy securities or make other investments. Because they may live on the land and farm it, be-



Malibu Beach

cause they pay property taxes on it, and because of the recent rapid rise in land values in many areas, many people expect to make money by holding or using land, and they believe they deserve to be compensated if their expectations are not realized. Under the Coastal Plan, as under many Constitutional land use laws, people can use their land in a variety of ways, but in some cases not as fully or intensively as they might like.

Development in Both Public and Private Interest.

The Coastal Plan recognizes that in many coastal areas open lands now providing spectacular ocean views are in fact lands that have been divided into small lots generally intended for single-family homes. If all the owners build single-family houses, as presumably they eventually expect to do, and if all the homes are screened and landscaped, motorists on the publicly financed scenic State Highway 1 will not see the ocean but the backs of a nearly solid wall of houses. The Coastal Plan recommends policies to deal with this situation. In appropriate areas, lots not yet built upon could be bought back from their owners—at fair market value—so that the land could be preserved as open space or, alternatively, replanned, redivided, and resold for a clustered form of development that would preserve substantial open areas. If the property is not covered by a public program of this or similar type, then the Plan recognizes that the owner of an individual lot, having no legal or physical impediments to restrict development and having no reasonable use other than a single-family home, will be able to build such a home on it.

But the Plan would require that such houses be designed, built, and landscaped to minimize interference with public views from Highway 1, and to safeguard wherever feasible public access to the publicly owned tidelands. Thus, with no taking whatever of an owner's property, the owner of coastal land might be required to build in a slightly different manner from what he might otherwise like to do. This is no different from the existing city and county ordinances, accepted by landowners and public alike, that require, for example, street dedications or front and side yard setbacks from a property line. In other words, established law already requires that an owner of land take public needs into account in his private development.

Public Access to the Ocean. The Plan would not take any private property for public use, but rather seeks to protect existing public rights of access to the ocean and other navigable waters. Just as the California Constitution protects private property rights, so it also protects rights of public access. The State Constitution, adopted in 1879, provides in Article XV, Section 2, that 'The People Shall Always Have Access to Navigable Waters. No individual, partnership, or corporation, claiming or possessing the frontage or tidal lands of a harbor, bay, inlet, estuary, or other navigable water in this State, shall be permitted to exclude the right of way to such water whenever it is required for any public purpose, nor to destroy or obstruct the free navigation of such water; and the Legislature shall enact such laws as will give the most liberal construction to this provision, so that access to the navigable

waters of this State shall be always attainable for the people thereof."

Summary. In summary, the Coastal Plan, if carried out as presented in this report, would not take any landowners' rights. In some cases, it might change his expectations, but there are many factors other than the Coastal Plan that can influence future land values — for example, the value of land for second-home subdivisions depends, in part at least, on the price and availability of gasoline for driving to distant areas. Thus, there can be many reasons for financial

success as well as financial reverses in the ownership of land, as in the ownership of securities or any other investment. Although no compensation for loss of expectations is legally required, perhaps there should be a public policy debate as to its desirability. At the very least, however, it could be difficult indeed to correctly measure declines in value, and to fairly assess the many factors that might be responsible. And there is yet no tradition of public responsibility for guaranteeing the success of private investments in land or in anything else.

ECONOMIC IMPACT OF THE PLAN

Protecting California's coast is essential for the State's long-term economic well-being. The Coastal Plan calls for economically sound measures: well-planned, orderly development to curb the wasteful use of land; vigorous protection of the coastal resources that are the basis of the multi-million dollar coastal tourist industry and the thousands of jobs it provides; and similar protection for coastal farmlands, timberlands, and ocean fisheries—all of which provide jobs and income for Californians.

Factors in Economic Analysis. Economic activity along the coast is affected by many factors of which the Coastal Plan is only one. Interest rates, population growth, unsold or under-used buildings, and the availability of energy are all factors that will affect building activity along the coast. The coastal economy, and indeed the State's economy, may also be affected in less obvious ways. For example, there is an economic loss when low-quality, sprawling development is allowed to overrun land suitable for much better development. There is an effect on the consumer's food bill when prime agricultural land is converted to other uses—followed by efforts to achieve comparable production on less valuable land through energy-intensive applications of irrigation water and fertilizer. The past misuse of California's coastal resources has caused unmeasured but real economic losses.

Short-Term Vs. Long-Term Economics. The gradual, piecemeal degradation of natural resources has not usually been recognized as a major economic loss. Rather, attention has been

concentrated on short-term economic benefits: when a marsh was filled, attention was given to the jobs created by new construction, and a resulting increase in the local tax base. Similarly, building houses on prime farmland has usually been seen as economically beneficial. But there is increasing evidence of long-term losses that may not be so visible. Filling marshes, bays, and estuaries, which are essential nursery grounds for many species of fish and wildfowl, can gradually decrease the ocean fisheries—and the jobs and income, together with food supply, that ocean fishing provides. There may well be serious long-term consequences from the increasing loss of prime agricultural land—effects not only on food prices but on the ability of this nation to help feed the world's growing population, and to export food in return for petroleum, metal ores, and other products from abroad.

The Coastal Plan recognizes, in short, that protection of coastal resources is essential to a sound economic future for California. Specifically:

• **The Coastal Plan Seeks to Protect the Economic Value of Public Enjoyment of the Oceanfront.**

While it may not be possible to determine precisely the dollar value of a day of recreation or inspiration provided by ocean beaches, parks, bluffs, and trails, there are clear dollar values attributable to the coastal visitor economy. And the Coastal Plan seeks to increase public access to the oceanfront in appropriate areas; to provide tourist accommodations from campgrounds to hotels, resorts, and meeting centers; and to give

preference to these public activities over private housing in suitable coastal areas. If Californians were to allow the coast to be further degraded, ocean views to be blocked by poorly-designed buildings, and access to beaches restricted, they would be risking the future of one of the most important economic assets of the State—coastal visitors.

Security Pacific Bank, in its 1975 Coastal Zone Economic Study, wrote that "tourism is a vital economic base industry, i.e., its income accrues from sales to people from outside the state, and it brings in 'new dollars.' Some of its benefits include the direct and indirect support of a multi-industry infrastructure, the employment of many relatively unskilled workers, and the taxes paid by the tourist...Tourists make relatively small demands on a region's public services (police and fire protection, street maintenance, etc.) and yet they contribute heavily toward providing employment and income and in reducing the tax burden of local residents."

• **The Coastal Plan Seeks Orderly, Balanced Development, Reducing the Excess Costs of Urban Sprawl.** "The Costs of Sprawl," a study made in 1974 by Real Estate Research Corporation for the Federal government, showed that well-planned, concentrated development means savings to the public of between 5 and 33 per cent when compared with wasteful, land-consuming development. The savings are in the costs of roads, sewer and water lines, etc., and also in travel time for residents, the need for services such as schools and fire stations, etc. And, of increasing importance, well-planned developments can save greatly on energy. The Coastal Plan seeks **not** to stop growth and development, but to direct new construction primarily into the rebuilding and upgrading of already-developed areas where additional development can be accommodated. The issue is not **whether** there should be new development, but **where**.

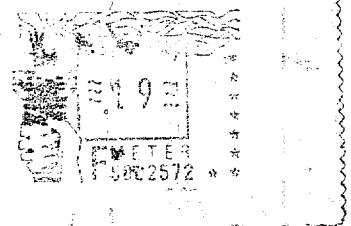
• **The Coastal Plan Seeks to Protect the Harvesting of Renewable Resources — Agriculture, Forestry, and Ocean Fisheries.** Thousands of jobs and millions of dollars in annual crop production depend on the unique combination of California's coastal soils and climate. Protecting California's agricultural lands is not only a coastal issue; it is obviously a problem of State-wide concern. But the Coastal Plan seeks to maintain the long-term productivity of coastal farmlands, grazing lands, and timberlands for their long-term economic value. Similarly, the

Plan seeks to protect ocean fishing, both commercial fishing and sport fishing. The Plan therefore seeks to protect the coastal estuaries and wetlands essential to California's ocean fishery, and to protect coastal water quality. The economic values are clear: the Security Pacific study noted that in 1972, the most recent year for which detailed figures are available, California landings and shipments of commercial fish were valued at \$162.5 million. The study added that "the real value of commercial fishing to the State and regional economies of California in terms of primary, secondary, and tertiary income and employment is difficult to assess. In most cases, these values are probably understated. California fishermen range many miles from their home ports in search of their catch — from Alaska on the north to South America on the south — and in many instances, they market their catch at the nearest suitable port in order to shorten their turn-around time. Consequently, California's official published valuation figures are understated in that they include neither the value of the fishing catches, the profits, nor the wages, resulting from deliveries to non-California ports. There is a positive effect, however, in that these monies are brought back to California and introduced into the state and regional economies as export or 'new' dollars."

• **The Coastal Plan Recognizes the Possible Need for Energy Installations and Production.** The Coastal Plan recognizes that some future coastal sites may be needed for new or expanded power plants, that new port terminals may be needed for larger petroleum tankers, and that offshore petroleum production may be required as part of a national energy conservation and development program. The Plan provides standards by which necessary energy installations may be accommodated, consistent with the protection of coastal economic and environmental resources.

• **The Coastal Plan Seeks to Provide Other Economic Benefits.** The Coastal Plan seeks to protect the coastal streams that deliver sand to ocean beaches; beach erosion costs property owners and governmental bodies several million dollars every year for building groins, jetties, and other erosion-combating structures, and for importing sand. And the Coastal Plan also seeks to maintain and enhance coastal air quality; air pollution causes millions of dollars annually in crop damage, and inestimable damage to human health.

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San Francisco, California 94102



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SAN FRANCISCO, CALIFORNIA 94102

Robert White, Administrator
National Oceanographic and
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Rockville, Md. 20852

**COASTAL ZONE
INFORMATION CENTER**

Copies of the entire California Coastal Plan
can be ordered from:

Documents and Publications Branch
P.O. Box 20121 20191
Sacramento, California 95820

Price is \$4.50, including tax, postage, and handling.

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